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ANNUAL REPORT

PROGRAM YEAR 1984 AND 1985

MISSOURI JOB TRAINING
COORDINATING COUNCIL

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TO THE GOVERNOR OF MISSOURI

The Honorable John D. Ashcroft
Governor, State of Missouri
Executive Office
State Capitol
Jefferson City, Missouri 65101

Dear Governor Ashcroft:

I am pleased to present this report of the Missouri Job Training Coordinating Council on the performance of Job Training Partnership Act programs in Missouri during the two-year planning period July 1, 1984 through June 30, 1986.

The Council believes JTPA is an innovative approach to public employment and training legislation. It continues to provide an unprecedented opportunity for government and business to work together by training people with serious employment barriers and helping them to become productive members of the work force.

The long-term success of JTPA in Missouri depends largely on maintaining the cooperative working relationship among State government, Private Industry Councils, labor groups and others in the job training field. Collectively, these key players in the job training system are meeting the challenge of reducing unemployment in Missouri.

This report describes the progress our State has made in job development and training during the first years of JTPA's operation. During this time the basic operational systems became fully functional and coordination of services was begun. The outcome of these efforts has been favorable.

On behalf of the Council, I look forward to working with you as we build on the successes of the past two years.

Sincerely,



Ken Christgen, Jr.
Chairman

ABBREVIATIONS

JTPA
PIC

Job Training Partnership Act
Private Industry Council

PY
SDA

Program Year
Service Delivery Area

JTPA: THE MISSOURI SYSTEM

The Job Training Partnership Act (JTPA) provides the Governor with general oversight authority over local job training programs, and responsibility for coordinating state and local training and employment program development and implementation. The Governor also issues goals and objectives for Missouri's job training system which outline the state's expectations for the systems during the subsequent year. In addition, as a part of the oversight umbrella developed by the Act, the Governor appoints a Missouri Job Training Coordinating Council. Over one-third of the members of the Coordinating Council are representatives of business and industry, with the remainder representing labor, education, state and local government, and the general population.

The Coordinating Council recommends statewide performance goals for Missouri's employment and job training programs and a plan for attaining these goals. The Governor, acting on these recommendations, develops a Governor's Coordination and Special Services Plan which describes how the State will use funds available under JTPA and outlines coordination criteria for local Service Delivery Area (SDA) activities. Additionally, the Council reviews and recommends action on SDA plans and monitors overall performance of the job training system.

Private Industry Councils

The Act requires the Governor to designate geographic districts or Service Delivery Areas (SDAs) within which job training programs are implemented. There are 15 SDAs in Missouri which are directed by Private Industry Councils (PICs) and the areas' chief local elected officials.

A simple majority of a PIC's membership must be from the private sector; business owners or executives. In Missouri, approximately two-thirds of the PIC membership represent this category. The other third of the members are selected from labor, education, rehabilitation agencies, economic development agencies, public employment service, and community based organizations. Each PIC plans and implements training activities which reflect the SDA's eligible population and the employment opportunities available. PICs also have a continuous oversight responsibility to ensure that operators execute programs properly and that programs meet performance requirements.

Local Elected Officials

Local chief elected officials seek nominees for PIC membership from the private sector, and appoint the members. On an ongoing basis, the chief elected officials review their PIC's plan, and indicate their agreement or disagreement with its content. The chief elected officials also regularly review the performance of local training activities.

The Division of Manpower Planning

During the period of this report The Division of Manpower Planning was the State agency which administered federal and state job training funds appropriated by the Missouri General Assembly. These responsibilities were shifted to the Division of Job Development and Training on July 1, 1986. The Division planned, managed, monitored, and evaluated JTPA programs, provided technical assistance to PICs and SDAs and implemented several statewide JTPA programs. The Division also provided staff support for the Missouri Job Training Coordinating Council.

Statewide programs which the Division of Manpower Planning administered include:

- **Missouri Customized Training**

Employer responsive customized training programs provide eligible people employment opportunities with new or expanding employers in the State. These training programs are provided through contracts between state education agencies, local SDAs and other state agencies. Customized Training can involve two methods for teaching skills: classroom training where trainees learn theory and technical aspects of the job; and on-the-job training where trainees learn from actual hands-on experience in a work situation. Training project activities can be delivered through a private training institution, an area vocational/technical school, junior college, or college. An employer's own employees can also be temporarily certified as vocational instructors through the Department of Elementary and Secondary Education.

- **Dislocated Worker Program (Title III)**

Title III of JTPA is designed to serve workers who may not be economically disadvantaged but are dislocated from their former place of employment. Missouri workers who are laid off or are long-term unemployed and are not likely to return to their previous industry or occupation are eligible for Title III programs. Training and services for dislocated workers include assessment and testing, job search assistance or job clubs, counseling and supportive services, on-the-job training and vocational training, as well as job development. Since dislocated workers are typically motivated, experienced and relatively skilled workers, many simply need to learn how to find their own job. Thus, job club and job search assistance programs have proven to be the most effective means of reemploying dislocated workers.

- **Older Worker Training Program (Title II-A)**

In addition to being eligible for local training programs, older workers, ages 55 years and older, who are economically disadvantaged are also eligible for training through the older worker training program. This program removes employment barriers which prevent older individuals from finding jobs in the private sector. Part-time and full-time on-the-job training and job search assistance or job club training meet the special employment and training needs of the older workers. Private sector occupations and industries which are more likely to employ older workers are identified in an effort to give older workers the opportunity to rejoin the work force, earn an income, and thus lead more productive lives.

PROGRESS ON GOVERNOR'S GOALS

Meeting Employer Needs

Employer needs must dictate the planning, design and delivery of job training services so that former trainees will have jobs when they complete training. Training incentives which attract new employers and assist existing employers to expand their work force will increase job opportunities for all Missourians. During PY'84 the Council directed the Customized Training program to meet the needs of existing and potential employers by tailoring training programs responsive to employer requests.

Over 5,000 Missourians were trained through customized training projects designed individually to meet the needs of new and expanding employers in Missouri during PY'84. Eighty-four percent of the individuals participating in customized training programs entered employment upon leaving the training programs. Ninety-seven percent of these individuals were employed in private sector jobs.

During PY'85, customized training projects trained 4,321 individuals. Eighty percent of the individuals trained through these projects entered employment.

Customized training projects were developed using Title II-A 8%, Title II-A 3% and Title III funds at the state level and Title II-A funds at the SDA level. Each project was developed to fit a specific employer's, or group of employers' situation. Using Title III funds along with Title II-A funds, Missouri was able to retrain experienced workers who were displaced from employment. Missouri industry gained mature, seasoned employees trained in new fields or new skills. The use of both state and local funds encouraged a partnership between state and local agencies responsible for employment and training, education and economic development. It also greatly enhanced Missouri's ability to market and deliver customized training to

Missouri's current and prospective employers. Missouri will continue to aggressively align its economic development resources, as well as employment and training resources, to meet employers' needs.

Meeting Work Force Needs

The job training system must recognize each individual's training requirements. Missouri's diverse population exhibits various job training needs. Some persons face difficulty in obtaining and keeping productive employment. Others face barriers in even participating in job training activities. Job training programs must be designed to help individuals overcome these difficulties and barriers and move them into productive employment.

Diverse program designs were required to provide individuals with the skills needed for greater employability. Training activities clustered around 18 principle programs. These included activities such as pre-employment skills training, on-the-job training, customized training, classroom training and job search assistance. Applicants were assessed to determine which program or sequence of programs met their individual needs. Supportive services were provided when necessary either by JTPA or by other social service agencies.

In developing the Job Training Partnership Act, Congress realized that many youth require special services and additional training to enhance their employability. Therefore, JTPA requires that 40 percent of SDA Title II-A expenditures across the nation must be spent on job training for youth. In Missouri, 38 percent of all SDA Title II-A expenditures were to be spent to provide training for youth during PY'84 and PY'85.

In addition, since training programs for youth may or may not have job placement as an end result, JTPA considers the attainment of

employment competencies, recognized by the local PIC, as a positive program outcome. All youth (ages 16-21) are required to be assessed against a locally developed employment competency system which has been approved by the PIC.

A youth employment competency system is a pre-determined set of criteria by which local program operators make decisions concerning the overall employability of a JTPA applicant or participant. Competencies are developed within three categories: Basic Educational Skills, Job Specific Skills, and Pre-employment and Work Maturity Skills. SDAs in Missouri have developed and implemented a wide variety of youth employment competency systems. All of these systems work to enhance the employability of Missouri's youth.

Coordinating Activities

With approximately 850,000 persons eligible for JTPA programs, Missouri's potential demand for job training far exceeds the supply of job training services. These limited job training resources must be utilized in the most efficient and cost-effective manner to increase employment opportunities for Missourians. By coordinating the planning, design and delivery of job training services with other related public and private job training activities, the programs and services that were provided benefited more Missourians than would have otherwise been possible.

Coordination activities during this two-year period were targeted at three levels: coordination among agencies at the state level; coordination between the State and local agencies; and coordination at the local level. Steps taken to enhance coordination not only avert potential problems, but also result in creative and accessible opportunities for Missouri's employers and labor force. The Missouri Job Training Coordinating Council led the efforts to form those effective partnerships.

- **State-Level Coordination:** Coordination efforts centered on job placement and education activities. The Governor directed each state agency responsible for these activities to incorporate his goals and objectives into their policies.

The Division of Employment Security State Plan for this period specifically addressed each goal and objective. One new step in coordinating efforts was the introduction of automatic computerized registration of JTPA participants for Wagner-Peyser Services offered by the Division of Employment Security. This was accomplished by designing the intake forms used for the on-line computer JTPA management information system to include information needed to register for job placement services.

The Division of Manpower Planning and the Department of Elementary and Secondary Education collaborated in PY'84 on alleviating the problems of school dropouts by developing and marketing the Basic Education Initiative. This program design integrated adult basic education and job training programs in an effort to expand basic education program availability. Remedial education software and computers were selected and purchased by the State to provide up-to-date computer assisted instruction capacity. SDAs then worked with local basic education programs to develop programs which became operational in PY'85. The partnership between the Division of Manpower Planning and Department of Elementary and Secondary Education also resulted in more responsive and professional customized training programs by drawing on the expertise of both educators and employment training specialists to design training for specific employers.

- **State and Local Coordination:** Partnerships between state and local agencies focused on opening new joint programs and new lines of communication. The Basic Education

Initiative, with its attendant equipment and software, was offered to all SDAs.

The Division of Manpower Planning required its Title III and Older Worker (Title II-A 3%) Program Contractors to coordinate their services with the SDAs through formal agreements. Dislocated workers who needed vocational education were referred to local education agencies which were approved by the Department of Elementary and Secondary Education.

Title II-A 8% projects were coordinated with SDA efforts. Cooperation took the forms of joint funding, the offer of local participation or written notification of a state run program within an SDA.

The state-local partnership was further enhanced by meetings between the Division of Manpower Planning field representatives and the field staff at the Division of Vocational Rehabilitation and the Division of Youth Services. The meetings were held to establish channels of communication and to share information about programs and services. In some SDAs these meetings brought together individuals locally who had not met with each other before, even though they shared the common purpose of providing education and employment and training opportunities.

- **Local Level Coordination:** Local level coordination occurred through voluntary efforts and legal and gubernatorial requirements. The most significant and

lasting partnership developed at the local level has been the voluntary cooperation of local agencies providing services because of mutual interests. The establishment of PICs brought together the public and private sector agencies and employers into a formalized system that gave them the legal authority to influence service delivery in their regions. Thus, previous partnership efforts were supported by an entity which had the resources and talents to bring together the necessary actors at the local level to ensure efficient and cost-effective delivery of services.

The PICs implemented the Governor's Coordination Criteria which required that written, non-financial agreements be developed between employment and training agencies, welfare agencies, local economic development agencies and educational agencies to enhance existing informal partnerships and encourage the development of new partnerships where necessary.

The PICs also conducted joint planning with the Division of Employment Security on Wagner-Peyser Services. The Wagner-Peyser Plans developed by the local Job Service offices showed a continued trend of targeting their available resources toward the needs of their specific SDA and coordinating their resources with those of JTPA.

MISSOURI'S PY'84 AND PY'85 PERFORMANCE

Missouri's performance is not only judged by its ability to meet the Governor's goals, but is also evaluated on federally established performance measures. Missouri has performed well on these Title II-A performance measures. In many cases, national data show that Missouri exceeded both the national standard and the average outcome of all states. Missouri's performance with respect to the entered employment rate for welfare recipients was exceptional. The national standard was 39 percent while Missouri's actual rate was 61 percent.

Each SDA was assessed against performance standards for both adult and youth programs under Title II-A as required by the law. The performance criteria for adult programs were measured by:

1. Overall entered employment rate —
Number of adults who entered employment after exiting training as a percentage of the number of adults who exited from training programs;
2. Welfare entered employment rate —
Number of adult welfare recipients who

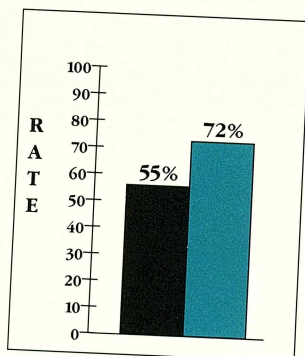
entered employment after exiting training as a percentage of the number of adult welfare recipients who exited training;

3. The average wage at placement into an unsubsidized job — Average wage for all adults who entered employment at the time they exited training; and
4. The average cost for an entered employment — Total expenditures for adults divided by the number of adults who entered employment.

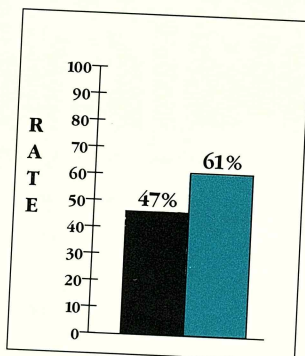
Statewide during PY'84, the SDAs' adult entered employment rate was 72 percent; the welfare entered employment rate was 61 percent; the average wage at placement was \$4.82 per hour; and the average cost per entered employment was \$2,752.

During PY'85, the adult entered employment rate was 71 percent; the welfare entered employment rate was 59 percent; the average wage at placement was \$4.82 per hour; and the average cost per entered employment was \$2,583.

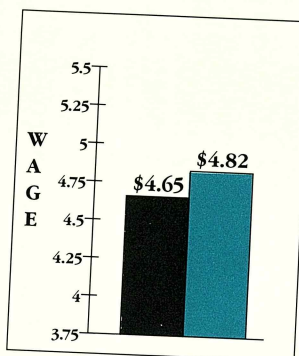
PY'84 SDA Adult Performance



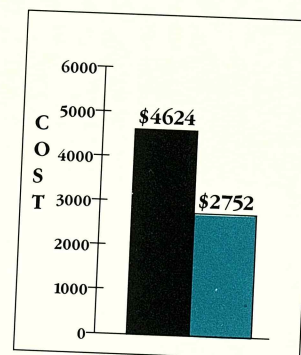
OVERALL
ENTERED EMPLOYMENT



WELFARE
ENTERED EMPLOYMENT

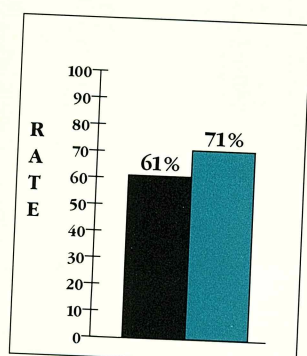


AVERAGE WAGE
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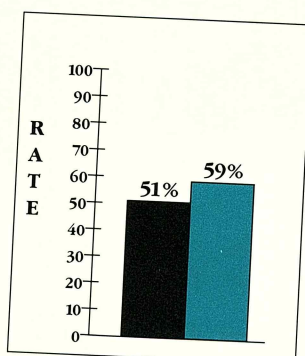


COST PER ENTERED
EMPLOYMENT

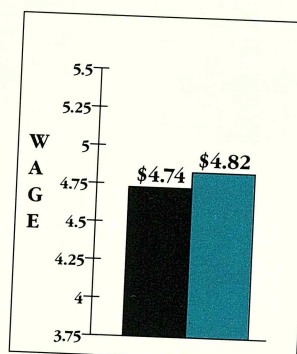
PY'85 SDA Adult Performance



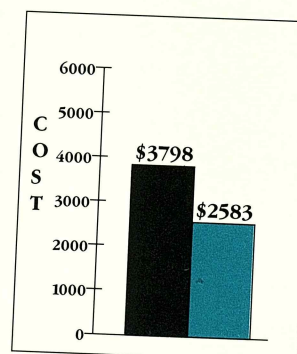
OVERALL
ENTERED EMPLOYMENT



WELFARE
ENTERED EMPLOYMENT



AVERAGE WAGE
AT PLACEMENT



COST PER ENTERED
EMPLOYMENT

Standard Actual

The performance criteria for youth programs were measured by:

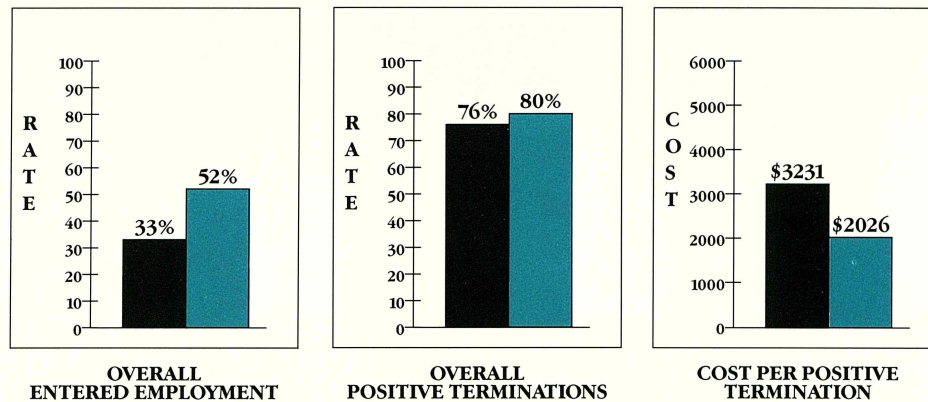
1. Overall entered employment rate — Number of youth who entered employment upon leaving training as a percentage of the number of youth who exited training;
2. Positive termination rate — Number of youth who entered employment in addition to those who had other positive outcomes (e.g. GED attainment) resulting from training as a percentage of youth who left training; and

3. The cost per positive termination — Total expenditures for youth divided by the number of youth having a positive termination.

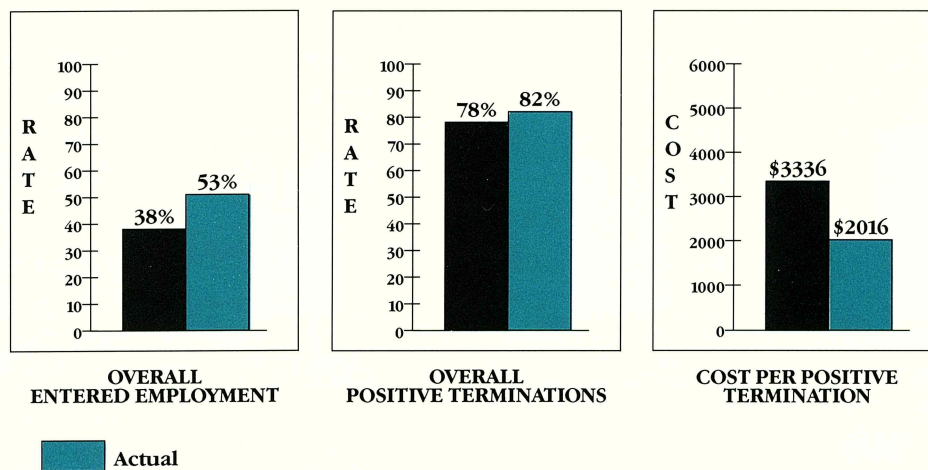
Statewide during PY'84, the SDAs' youth entered employment rate was 52 percent; the overall positive termination rate was 80 percent; and the cost per positive termination was \$2,026.

During PY'85 the SDAs' youth entered employment rate was 53 percent; the overall positive termination rate was 82 percent; and the cost per positive termination was \$2,016.

PY'84 SDA Youth Performance



PY'85 SDA Youth Performance



Seven SDAs exceeded all seven adult and youth performance standards. Five SDAs exceeded six, two SDAs exceeded five, and one SDA exceeded four. Fourteen of the 15 SDAs were eligible for incentive grants for exceeding a weighted average of their performance standards.

Older workers in Missouri also face obstacles in obtaining employment. In PY'84, 1,777 older workers were trained using Title II-A 3% funds. Sixty-six percent of those who completed training found jobs. An additional 627 older workers received training through other programs.

During PY'85, 1,352 older workers were trained using Title II-A 3% funds; 73 percent of those who completed training found jobs.

Dislocated workers still need special services in Missouri. In PY'84, 6,650 dislocated workers were trained or retrained. Out of that total, 80 percent entered employment after training.

During PY'85, 4,446 dislocated workers were trained or retrained. Approximately 85 percent of them entered employment after training.

Summer youth programs served nearly 14,000 youth in the summer of 1984. Nearly 85 percent of those youth successfully completed the program. The major activities were work experience and pre-employment skills training. Again, during the summer of 1985, nearly 14,000 youth participated in Title II-B programs.

FOLLOW-UP ON JTPA TITLE II-A PARTICIPANTS AFTER TRAINING

Missouri initiated a follow-up study in PY84 to begin measuring the long-term impact of Title II-A SDA level JTPA programs on participants who have been trained and gained a job. This study indicates that approximately 57 percent of those participants who left JTPA retained employment or had become employed in the first year

after they left the program.

Participation in Title II-A programs does contribute to increased earnings. One year after leaving the program, former JTPA participants had a quarterly earnings gain of \$923 or 93 percent.

Produced by
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